

# Annual Report for FY 2005



## USDA Forest Service International Programs **Disaster Assistance Support Program (DASP)**

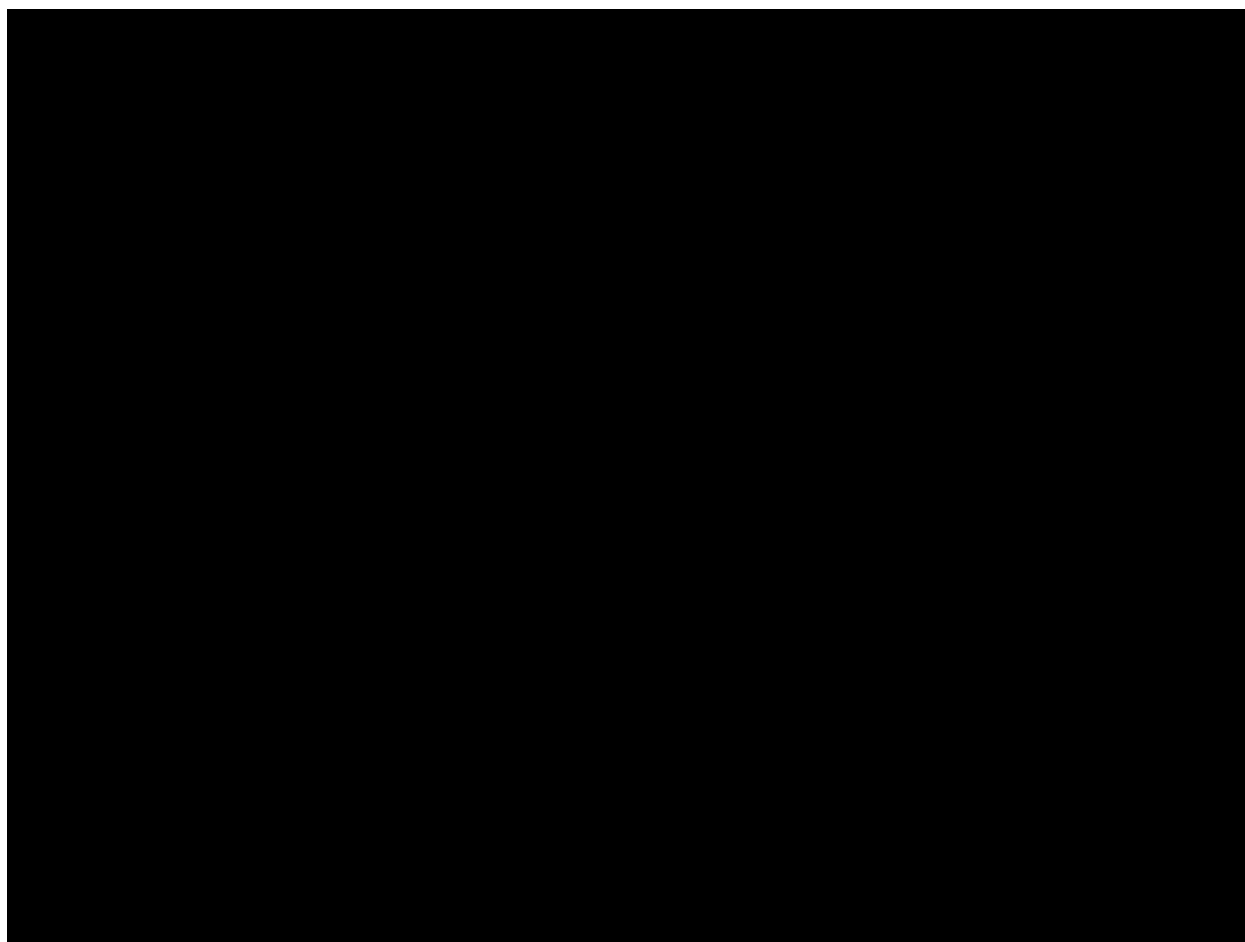


## A New Century of Service

## Dedication

This annual report is dedicated to Ron Libby in recognition of over 30 years of faithful service to the federal government. As a DASP Disaster Response Specialist, Ron has played a key role in OFDA's front line response to international disasters for over 19 years. He has served as one of OFDA's primary senior field officers, providing critical recommendations and assessment information and helping OFDA to determine the appropriate USG response to many disasters and complex emergencies around the world.

*We in the DASP congratulate him on his January 2006 retirement and thank him for his outstanding service to the humanitarian and natural resources management communities.*



*Ron Libby talks with local women while conducting a water supply assessment in Ethiopia*

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## Celebrating a New Century of Service



The United States Department of Agriculture (USDA) Forest Service celebrated its centennial year of caring for the land and serving people in 2005. To commemorate this landmark, the Forest Service initiated a **new century of service**, which is a way of working that combines past traditions and core values with new thinking and a fresh spirit of service. It offers a forum to encourage and share new ways of doing our work and building relationships so we can improve the health and vitality of the land. The new century of service encourages us to reflect on the future of the Forest Service while honoring the past.

The USDA Forest Service International Programs Disaster Assistance Support Program (DASP) is eager to begin a new century of service with partners at the United States Agency for International Development (USAID) Office of U.S. Foreign Disaster Assistance (OFDA). With new staff, new initiatives and new energy, the DASP is looking towards the future while honoring the 21-year history of this exceptional program. In the past, our expertise with the Incident Command System (ICS) and our agency-wide knowledge of the natural environment has enabled the DASP to enhance OFDA's disaster response capabilities around the globe. As we continue in that tradition, we are excited to provide needed services as we adapt existing systems, methodologies and trainings to address the changing nature of global humanitarian assistance.

### DASP FY 2005 Highlights ...

We provided personnel support to multiple field and D.C.-based teams responding to the Indian Ocean earthquake and tsunamis, Ethiopia complex emergency, the Darfur/Sudan complex emergency, Sahelian West Africa locust response, and Hurricane Katrina in the United States.

We conducted After-Action Reviews of the Indian Ocean earthquake and tsunamis and Sahelian West Africa locust response.

We accessed resource specialists one hundred times in FY05 to fill a variety of operational requirements. In total, DASP detailers contributed over **2,022 days of work** (7.78 work years) supporting OFDA responses to international disasters.

I hope that this *Fiscal Year 2005 Annual Report* illustrates how our contributions continue to strengthen the U.S. government's response to international disasters. OFDA's work "to *save lives and alleviate human suffering*" provides abundant opportunities for the USDA Forest Service to begin a new century of service on a global scale.

Stephanie Fritz Savolaine  
Assistant Director, Disaster Assistance Support Program  
USDA Forest Service International Programs  
January 12, 2006

## **Background: The Disaster Assistance Support Program**

The Disaster Assistance Support Program (DASP) was created in 1985 to provide the U.S. Agency for International Development (USAID) Office of U.S. Foreign Disaster Assistance (OFDA) with technical support in disaster response management, planning, operations, preparedness, and prevention. Over the past 20 years the role of DASP has grown to include emergency support functions, providing extensive amounts of training, helping to improve OFDA's methodologies for disaster response, and coordinating USAID and Embassy disaster preparedness. In the current Participating Agency Services Agreement (PASA), program objectives include:

1. Maintain a pool of trained, on-call, short-term technical assistance personnel with a broad range of technical skills and expertise essential to emergency response.
2. Develop and update systems, methodologies, policies and procedures for disaster response, preparedness, planning and mitigation.
3. Provide support for training activities, including DART and RMT training.
4. Create and update manuals, policies, guides and other products for disaster management, including the Field Operations (FOG), the Response Management Team (RMT) Policies and Procedures, the DART Tools CD, and others.
5. Design and implement After Action Review workshops and other meetings.
6. Through other agreements held by USFS, including the Bureau of Land Management (BLM), access technical assistance and equipment.
7. Strengthen disaster planning and training for OFDA, U.S. Embassies/USAID missions and host countries.
8. Conduct field assessments and serve on Disaster Assistance Response Teams (DARTs) and Response Management Teams (RMTs) as required.

The DASP staff develops an annual plan of work to achieve OFDA's objectives in three primary areas: methodology, training, and resources. The body of this report is organized under these primary areas. DASP staff accomplishes these program activities, with the assistance of other specialists ("detailers") who are recruited for short-term assignments in the United States and overseas. Assignments include personnel from the Forest Service and the Bureau of Land Management.

## **Administration**

In Fiscal Year (FY) 2005, DASP filled one vacant position, bringing the core staff to six:

Stephanie Fritz Savolaine – Assistant Director for International Programs, DASP  
Ron Libby – Disaster Response Specialist  
Gary Barrett – Disaster Management Specialist  
Chris Leonardo – Mission Disaster Preparedness Coordinator  
Sherry Hazelhurst – Disaster Management Specialist  
Yolanda Richardson – Program Associate

In addition, DASP recruited and hired Scott Hocklander, a Disaster Response Specialist, through USFS International Programs. He provides critical surge capacity to the team, backstopping for core staff and supporting OFDA detail assignments, as required.

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## **Methodology**

DASP has developed many systems and protocols for planning, disaster response and management, as well as procedures, guides, and other tools to facilitate and enhance OFDA's preparedness and response efforts. Significant contributions in FY 2005 include:

### After-Action Reviews (AARs)

AAR workshops are the primary means by which OFDA assesses its response to disasters with the aim of future improvement. OFDA has conducted AARs for most of its major international disaster responses. The DASP staff plans, facilitates and documents the results of OFDA's AARs. Recommendations from AARs have led to the development and implementation of a number of OFDA's key systems and legacy tools, many of which were built by the DASP. These include the Field Operations Guide (FOG), the Washington Response Management Team (RMT) policy and procedures, the On-Site Operations Coordination Center (OSOCC) used by the United Nations, and the DART Tools CD. For additional information about previous AARs, workshop recommendations and resulting operational changes at OFDA, please contact Sherry Hazelhurst or Stephanie Savolaine.

In FY 2005, the DASP updated the process for conducting after actions by initiating an on-line survey format. This new approach protects the privacy and integrity of individual feedback, which is collated electronically prior to an after action workshop. DASP has received a great deal of positive feedback about this new approach, and has been able to share complete survey data with workshop participants at every AAR this year. We consider this to be a major accomplishment, helping OFDA to reach an over-arching goal of transparency in humanitarian operations.

DASP completed two AARs during FY 2005 for the Indian Ocean earthquake and tsunamis, and for the West Africa locust emergency.

*Indian Ocean Earthquake and Tsunamis*

The Indian Ocean workshop took place on May 4 and 5, 2005. The workshop coordinators were Stephanie Savolaine and Sherry Hazelhurst. Facilitators were Stephanie Savolaine, Sherry Hazelhurst, Laura Chapman and Angela Sherbenou (OFDA Training Unit).

The workshop was well attended by over 40 USAID staff members and more than 30 representatives from partner organizations including US Department of State, USDA Forest Service, Fairfax County Search & Rescue, Los Angeles County Search & Rescue, Air Serv International, American Red Cross, Christian Children's Fund, Church World Service, Food for the Hungry, InterAction, International Relief and Development, International Rescue Committee, and World Health Organization.

Survey respondents and workshop participants identified 35 items that should be sustained and 19 issues for improvement with 83 individual recommendations. Of these items and issues, five successes were highlighted for replication, and five areas for improvement were singled out by a voting process for lengthy discussion and consensus building around recommendations. A summary of the tsunami after action report is attached, and details these recommendations (Appendix I).

*Sahelian West Africa Locust Emergency*

DASP also coordinated an AAR focused on the Sahelian West Africa locust emergency, which took place on May 4 and 5, 2005. The workshop coordinators were Stephanie Savolaine and Mark Rooney. Facilitators were Stephanie Savolaine, Gary Barrett and Mark Rooney. DASP participants included George Battaglia, Bill Laspina and Ron Libby. The purpose of this workshop was to review the operations of the previous year in anticipation of a renewed locust eradication effort during 2005.

The workshop was attended by over 25 participants, including representatives from USAID/OFDA (Washington and field), USAID's Africa Bureau, USAID's Management Bureau Office of Transportation Coordination, and the aircraft contractor Diplomat Freight Services. Based on the results of a web-based survey, participants discussed the following key topics:

- OFDA's contract for aerial spraying, including contract process
- Contingency plans for aviation missions
- Rapid versus informed* response
- Information flow within the Disaster Assistance Response Team (DART)
- Logistical expectations between D.C. and field personnel
- GIS mapping and GPS equipment

A summary of issues and recommendations related to these topics is attached (Appendix II).

## Meetings and Workshops in FY 2005

Meetings facilitated by and/or attended by DASP staff during FY 2005 include:

### **Significant Meetings and Workshops in FY 2005**

<b>Date</b>	<b>Meeting/Workshop</b>	<b>Responsibility</b>
October 27, 2004	OFDA – India Incident Command System (ICS) Briefing	Deanne Shulman briefed OFDA personnel on the status of the ICS program in India
November 22-23, 2004	OFDA – NGO Bi Annual Conference	Stephanie Savolaine
March 28 – April 10 and April 18 – 21, 2005	Tufts University Famine Center Practitioner Expert Residency ( <i>Research topic: Disaster Assessment</i> )	Ron Libby
April 6, 2005	Lessons Learned Workshop: Latin America & Caribbean Hurricanes of 2004	Sherry Hazelhurst
April 11 – 15, 2005	International Programs Staff Retreat (Austin, Texas)	DASP staff
May 3, 2005	Regional Advisors Meeting	Chris Leonardo, Facilitator

## Response Management Team (RMT) Policy and Procedures

When needed, the OFDA Director can activate an RMT to serve as the primary liaison between the DART and the OFDA office in Washington, D.C. The purpose of the RMT is to coordinate USG actions in Washington, D.C. in support of USAID operations for the disaster.

DASP began coordinating a revision of the RMT Policy and Procedures Manual. Functional area specialists have reviewed the roles and responsibilities, and a cadre of DASP and Field Support Team (FST) staff is working to incorporate changes that match operational objectives of the RMT. A significant component of the revision will include changes to the RMT Communications and Records procedures. This section provides key instructions to all RMT members on managing and maintaining an accurate and useful written record of the disaster. The revision also proposes to change the management structure of the RMT, adding a Deputy Manager for Operations and moving external coordination to a special advisor reporting to the Response Manager.

DASP remained engaged in a variety of areas to help enhance OFDA's role as one of the world's leading organizations in the disaster management/humanitarian assistance arena. DASP monitored the implementation of RMTs in the USAID Operations Center



and continued to find areas for enhancement or improvement to other policies and procedures.

### DART Tools

During FY 2005, DASP revised the DART Tools CD that was originally introduced in 2000. A 2.0 beta version was demonstrated and distributed to OFDA senior staff and subject matter experts for review and comment. The new version has a web-like interface for ease of use and contains almost 500 files divided into functional subject matter areas with links to numerous other references on the internet. The 2.0 version will be released in FY 2006.

### Field Operations Guide (FOG)



*Sudan/Darfur DART member Mohammed Salah refers to the FOG while conducting an agricultural assessment in the Darfur region.*

In FY 2005, DASP completed an extensive two-year review and revision of the Field Operations Guide for Disaster Assessment and Response (FOG) that incorporated technical expertise and new information about global disaster response into this state-of-the-art reference manual for disaster responders. FOG version 4.0 has been updated and improved to include sections about humanitarian protection; safety and security issues; working with the U.S. military; chemical, biological, radiation, nuclear, or explosive hazards; monitoring and evaluation;

HIV/AIDs; environmental assessments; working with USAID/OFDA's Response Management Team (RMT); and the current USAID/OFDA organizational structure. Technical specialists have cross-checked the FOG to ensure consistency with Sphere guidelines.

In FY 2005, DASP worked closely with OFDA and USAID's webmaster to make FOG version 4.0 available online. It can be accessed in pdf format at the following url: [http://www.usaid.gov/our\\_work/humanitarian\\_assistance/disaster\\_assistance/resources/pdf/fog\\_v4.pdf](http://www.usaid.gov/our_work/humanitarian_assistance/disaster_assistance/resources/pdf/fog_v4.pdf). A print version of the new manual is currently in production, and will be available in FY 2006.

## **Training**

During FY 2005 the Disaster Assistance Support Program (DASP) provided a variety of training assistance to OFDA. In coordination with the OFDA Training Unit, DASP is annually charged with providing DART/RMT training to OFDA, the Forest Service, Department of Interior/Bureau of Land Management (BLM), and other USG personnel. DASP also provides assistance in key components of other OFDA trainings, such as OFDA Orientation, First Aid, and others.

### OFDA DART/RMT Training

In FY 2005, in cooperation with the OFDA Training Unit, DASP staff completed revisions to the overall design and lesson plans used in DART/RMT training. The course is now more interactive, building on the expertise of participants and focusing on adult learning styles. Participant reviews of the course have been excellent. In FY 2006, DASP will focus on adapting the course for Forest Service and BLM employees, with the first revised training for that audience scheduled in October 2005. In FY 2006, DASP will also focus heavily on revising the capstone simulation activity at the end of the training, working to link that exercise to the course's primary learning objectives and clarifying the take-home messages for participants.

### Mission Disaster Preparedness (MDP)

US Missions and the interagency community are essential partners in any US Government foreign disaster response. The degree to which these partners understand the roles, capabilities, and processes involved in providing disaster assistance directly affects OFDA's ability to ensure timely, effective, and appropriate use of USG disaster response resources. The DASP, in partnership with OFDA's field staff, is leading efforts to ensure that USG partners fully understand their own roles, the role and capabilities OFDA, and the processes and mechanisms for providing disaster assistance. This is a relatively new endeavor for the DASP, one which requires close coordination with OFDA's Disaster Response and Mitigation Division and the State Department's Emergency Planning Branch within Diplomatic Security. The Emergency Planning Branch manages the Emergency Action Plan (EAP) process.

The EAP is a document comprised of 16 chapters designed to provide guidance to posts on how to respond to a range of potential crises, from fires and hostage takings all the way through evacuation. Chapter 700 of the EAP, also known as the Mission Disaster Relief Plan (MDRP), provides information and guidance to posts on coordinating and managing USG assistance to host countries in the event of a natural or human-caused disaster. The MDRP assigns responsibilities, clarifies authority and lines of communication, assesses host nation vulnerability to disasters, and sets forth guidelines for the conduct of emergency operations including the provision of USG relief assistance.

In addition to providing technical assistance to US Missions to complete their MDRPs, the Mission Disaster Preparedness (MDP) program seeks to:

Ensure that US Mission staff and key players understand the resources and capabilities of OFDA, the appropriate procedures for accessing these resources, and the role of USAID and the Mission Disaster Relief Officer (MDRO) and Alternate Mission Disaster Relief Officer (AMDRO) in the event of a disaster.

Strengthen and continue to build a good network of interaction, cooperation, and communication between US Missions and OFDA.

Advance the credibility of the MDRO and AMDRO and establish them as lead at post on disaster response with the host country.

Compile, refine, and/or update the MDRP through scenario building and the examination of how a disaster would impact existing USG programming in country.

Ensure that US Mission members are familiar with the contents of the MDRP.

During FY 05, a toolbox with important reference materials, templates, and examples was developed by DASP to make it easier for OFDA Regional Advisors to work with US Missions to accomplish the objectives listed above. A list of some of the materials included in the toolbox can be found in Appendix III. The DASP also assumed responsibility for compiling and updating the MDRO database which includes valuable contact information in the event of a crisis. All of these resources can be found in the MDP e-room.



*Malawi: Preparing for the next flood or food security crisis*

In addition to the toolbox, DASP and OFDA field staff provided direct technical assistance, either through workshops, planning meetings, and/or virtual technical assistance to the following US Missions:

MDP Consultation and Training (in the field)	Technical Assistance and Training to MDROs (in Washington)	Virtual Technical Assistance	MDRPs updated with OFDA Input
Bangladesh * Honduras * Malawi South Africa	Macedonia Nepal Rwanda	Armenia Burkina Faso Congo Egypt Mali Niger Turkey	Jordan Macedonia Malawi Nepal South Africa

\* Consultation and training provided by OFDA Regional Advisors.

\*\* The list above should serve as a guide and is not meant to be exhaustive since technical assistance is continuously provided to US Missions by OFDA's Regional Advisors.

### Other MDP Activities in FY 2005

Dates	MDP Activity	Description and Participants
December 9, 2004	MDP Overview at OFDA Orientation	Staff from the Asia and Near East Bureau
February 22, 2005	MDP Briefing	Dr. Greg Suess and Lynne Leavitt from the Center for Naval Analysis
April 29, 2005	Material Review	OFDA Regional Advisors and Regional Coordinators

It is somewhat difficult to measure MDP program successes since it is a relatively new initiative. However, it is worth noting the effort that DASP and Regional Advisor John Scicchitano invested in mission preparedness in the Sahel. Even though none of the missions in the Sahel completely revamped their MDRP or completed a MDP consultation in FY 05, significant progress was made. Each mission successfully identified an MDRO and alternate, compiled a list of potential partner organizations for disaster relief, initiated contact with relevant host government officials, and prepared a draft MDRP. John also met with MDROs and alternates on each trip he made to the region. DASP believes that this effort laid the groundwork for a successful DART deployment to the region in August 2005.

### Other OFDA Training Support

DASP also assists the OFDA Training Unit with the development and facilitation of other trainings that OFDA provides to its staff and partners. A list of training activities undertaken in FY 2005 is described in the following table.

### DASP Training Activity in FY 2005

Dates	Training Activity	Responsibility/Participants
November 2-5, 2004	OFDA DART/RMT Training	DASP and the OFDA Training Unit conducted the training session for OFDA and other USAID personnel, as well as military, other agency, and nongovernmental organization employees
February 15-18, 2005		
May 10-13, 2005		
July 19-22, 2005		
November 2-5, 2004	OFDA DART/RMT Training	DASP and the OFDA Training Unit conducted the training session for OFDA and other USAID personnel, as well as military, other agency, and nongovernmental organization employees
May 10-13, 2005		
July 19-22, 2005		
January, 2005	RMT Volunteer Training	Kary Schlick and Stephanie Savolaine trained USAID volunteers serving on the South Asia RMT
February, 2005		

November 19, 2004	First Aid Training	Gary Barrett helped teach the course for OFDA employees
February 10, 2005		
May 16-20, 2005	Desert Locust Workshop	Workshop to train potential Locust Emergency Officers. DASP Coordinators included BLM detailer Mark Rooney and Stephanie Savolaine. Instructors included Ron Libby, USFS detailer Jim Ellenwood (GIS), and staff from OFDA's regional office in West Africa. (See additional information below.)
April 1, 2005	Security Overseas Training	Gary Barrett taught a session
August 9, 2005	Food Aid Manager Course	Chris Leonardo prepared and taught a session on the DART and RMT systems for an audience including Food for Peace officers, USAID Mission staff, representatives from non-governmental organizations, and institutional contractors.

In the spring and summer months of FY 2005, DASP planned and implemented an orientation workshop in close collaboration with OFDA's Regional Office in West Africa to prepare a cadre of Locust Emergency Officers (LEO's) for the upcoming locust season in that region. The workshop took place over three days (May 17 – 19, 2005) at the National Interagency Fire Center (NIFC) in Boise, ID. The curriculum included instruction on locust identification, lifecycle, and general control procedures; ground and aerial pesticide application procedures, calibration, tracking, and mapping; contract administration for field management of spraying operations; safety and security for pesticide management, storage, and disposal; historical and cultural background. The workshop trained over 30 technical specialists from USFS, BLM, USDA, and OFDA who may be available to support future locust eradication efforts.

## Resources

### Personnel

DASP plays a major role in providing personnel resources to augment OFDA's ability to respond to disasters worldwide. The core DASP staff provides ongoing operational and field support to OFDA. DASP also maintains a roster of technical specialists from the Forest Service and BLM who are called on to support OFDA disaster responses and day-to-day operations in Washington, DC and worldwide. These "detailers" are recruited, trained, and managed as part of the DASP Detailer Program.

In FY2005, DASP accessed detailers for 100 separate assignments to support a variety of operational requirements, including DARTs and RMTs. In total, DASP detailers contributed over **2,022 days of work** (7.78 work years) supporting OFDA responses to international disasters.

#### DASP Detailer Assignments

Type of Assignment	Number of Assignments
DART Assignments	25
RMT Assignments	21
DASP Support	13
Desert Locust Workshop	15
OFDA Operations Center	7
OFDA Logistics	8
GIU Support	10
MLU Support	1

For example, DASP provided five detailers during the West Africa locust emergency, bringing unique skills in aerial pesticide spraying and flight management and planning. DASP provided fourteen detailers during the Indian Ocean tsunami response, including 6 who traveled to the field to support field assessments and logistics. In September of 2005, when DCHA/OFDA was operating more teams concurrently than at any point in its history (three RMTs and three corresponding field teams), an FS/BLM detailer or core DASP staff member served on every one of those teams. A summary of DASP personnel assignments is included at the end of this report, and a brief synopsis of major disaster responses follows.

In order to increase its pool of staff available for surge capacity staffing, the DASP is also developing a Short Term Assistance Retirees (STARs) program, a partnership between the USDA Forest Service International Programs and METI, Inc. The STARs program will access retirees from USG land management agencies for selected international technical assistance and disaster response projects, at OFDA's request. Through the STARs program, DASP is seeking to expand the technical resources available to its partners in FY 2006.

### Equipment and Supplies

Staff at the National Interagency Fire Center (NIFC) in Boise, Idaho assemble, cache, and transport emergency equipment, Team Support Kits, Field Support Packs, and related supplies to support OFDA teams and individuals through a cooperative agreement between NIFC and DASP. NIFC assists DASP by maintaining a cache with a designated stock level of DART Office Support Kits, Field Packs and Remote Location Kits that are provided to personnel on field assignments, and other equipment as requested.

In October of 2005, the DASP provided through NIFC two-way hand-held radios and transmitting base units for use during the Sahelian West African Locust Response. These air-to-ground capable radios allowed field officers on the ground to communicate with and direct air resources during locust spraying operations. Coordination during any response involving both air and ground resources is critical for both the safety of implementers as well as for the effectiveness of the response. Ensuring that field resources have the appropriate communication equipment is one of if not the most important component. NIFC stocks these highly specialized radio units and thus was able to ship them to West Africa almost immediately. It took NIFC nearly three months to have the replacement units built and shipped to replenish their stocks. This example demonstrates the importance of the NIFC stockpile of emergency management supplies and equipment in assisting DCHA/OFDA respond in a timely fashion to disasters around the world.

## Disaster Responses and Assessments

DASP core staff and detailers play a major role in OFDA's ability to respond to disasters worldwide, filling roles as team members and managers on DARTs, assessment teams, Response Management Teams, duty officer rotation, and other slots as needed. The following section describes several of the major responses in which DASP core staff and Forest Service/Bureau of Land Management detailers were engaged with during Fiscal Year 2005.

### DASP Staff and Detailer Significant Assignments in FY 2005

Date *	Country	Respondents	Disaster Type	Purpose
October	Darfur, Sudan	Mervin Eriksson	Humanitarian Emergency	DART Road and Bridge Assessment
October - November	Senegal	Ron Libby Bill Laspina George Battaglia Gina Papke Eva Brown	Sahelian West Africa Locust Response	DART Field/Logistics Officers
October - September	Sudan RMT	Doug Elliott Mike Miller Mark Conley Victor Starotska Cornelius Pratt Katie Hetts	Humanitarian Emergency	RMT Communications and Records Coordinators
December - January	Sri Lanka	Ron Libby Scott Hocklander Bill Laspina Nick Oprandy Deanne Shulman	Indian Ocean Tsunami	DART Field/Logistics Officers
December - January	Thailand	Tom Frey	Indian Ocean Tsunami	DART Military Liaison
December – February	Tsunami RMT India Indonesia Maldives Sri Lanka Thailand	Gary Barrett John Haugh Bill Laspina Kary Schlick Rebecca Oreskes Jamie Copple Diane Rainsford Louis Iverson Kelli Young Chris Leonardo	Indian Ocean Tsunami	RMT Communications and Records Recorders, Communications and Records Coordinator, Logistics Officer, Deputy Manager for Response
February-April	Darfur, Sudan	Scott Hocklander	Humanitarian Emergency	DART Field Officer
June – July	Indonesia	Bob Becker Tom Frey	Indian Ocean Tsunami Response	Assessment: Incident Command System (ICS) capacity building



Date *	Country	Respondents	Disaster Type	Purpose
July–September	Darfur, Sudan	Gary Barrett	Humanitarian Emergency	DART Field Officer
May – August	Ethiopia	Ron Libby	Complex Emergency	DART Field Officer
August	Sahel RMT	Chris Leonardo	Complex Food Security Crisis	RMT Deputy Manager for Coordination
September	Mali	Steven Evett	Complex Food Security Crisis	Water Availability Assessment
September	United States (TX, LA and CO)	Ron Libby Laura Chapman Tom Frey	Hurricane Katrina	DART Field/Logistics Officers, DOD/NORTHCOM Liaison Officer
September	Katrina RMT	Stephanie Savolaine Chris Leonardo Sherry Hazelhurst	Hurricane Katrina	RMT Deputy Manager for Response, Agency Liaisons (FEMA and State Department)

*\*Actual dates can be found in the DASP personnel summaries located at the end of the report.*

### Sahelian West Africa Locust Response



*DASP detailers Bill Laspina (on computer) and George Battaglia (near flip chart) work with DART member Lynn Thomas and Senegalese staff to determine flight plans*

During the course of 2004, several West African countries fell victim to the largest locust invasion in 15 years. Millions of hectares of crops and pasture were destroyed by giant swarms of insects. By October 2004, ten different West and North African countries were affected - Algeria, Burkina Faso, Cape Verde, Chad, Mali, Morocco, Mauritania, Niger, Senegal, and Western Sahara.

Countries invaded by the locusts were rapidly overwhelmed. Notwithstanding the significant financial and human resources eventually mobilized, the catastrophe grew as swarms multiplied across the region. Sub-

regional solidarity between affected countries, which were eventually assisted by the international community, allowed for a massive eradication campaign. Still, the locust

invasions left severely reduced food security prospects for thousands of West African communities in 2004 and into 2005.

In early October 2004 a USAID/OFDA DART was deployed to Senegal and Mauritania to respond to locust swarms. Disaster response specialists from the USDA Forest Service (Ron Libby, George Battaglia, Gina Papke, and Jim Ellenwood); and the Bureau of Land Management (Bill Laspina and Eva Brown) served on the team in a variety of positions. Their duties included liaison and flight operation coordination, swarm tracking using GIS, treatment prioritization, daily flight plan preparation, and conducting field assessments in the most affected areas. As of November 2004, over 3 million acres had been treated. This locust outbreak was the worst since 1987-1989, which required large international donor contributions.

### Indian Ocean Earthquake and Tsunamis Response

On December 26, 2004, a magnitude 9.3 earthquake off the west coast of Northern Sumatra, Indonesia triggered at least two large tsunami waves that inundated coastal communities in thirteen countries throughout South and Southeast Asia, as well as Somalia, Tanzania, Seychelles and Kenya in East Africa. As of July 2005, more than 176,000 people died, 49,500 are still missing, and over 1.7 million were displaced by the tsunami.



OFDA responded to disaster declarations from Sri Lanka, Maldives, India, Indonesia, and Thailand, Malaysia, Somalia, and the Seychelles. The Senior Regional Advisor in Bangkok, Thailand led the USG response, serving as DART leader for over 40 field staff, including team members provided by DASP. DASP's senior Disaster Response Specialist, Ron Libby, and DASP detailer Scott Hocklander



*DASP detailer Nick Oprandy (right) surveys relief commodities at a warehouse in Colombo, Sri Lanka with Bill Berger and a United Nations representative*

(BLM/Alaska) were relocated from an assignment in Kenya to Sri Lanka, where they conducted initial assessments and coordinated the receipt and distribution of relief commodities. They were joined by DASP detailers Bill Laspina (BLM/NIFC), Nick Oprandy (Forest Service/Region 4), and Deanne Shulman (Forest Service/International Programs) who served as Logistics and Field Officers. DASP detailer Tom Frey (BLM/NIFC) was deployed to Thailand as a Military Liaison.

A Washington-based RMT was activated on December 27, 2004 to help coordinate this large response. The team was active until February 23, 2005 with assistance

from ten people supplied by DASP, who served as Logistics Officers, Planning Officers, Communications and Records Recorders/Coordinator, and the Deputy Manager for Response.

US Government assistance as of July, 2005, totaled more than \$132 million; of this, USAID contributed nearly \$120 million, including \$83 million from OFDA. OFDA's relief activities included technical assessments of needs, grant funding to partners, and the provision, coordination, and transportation of non-food relief supplies via Department of Defense and contracted air freight carriers.

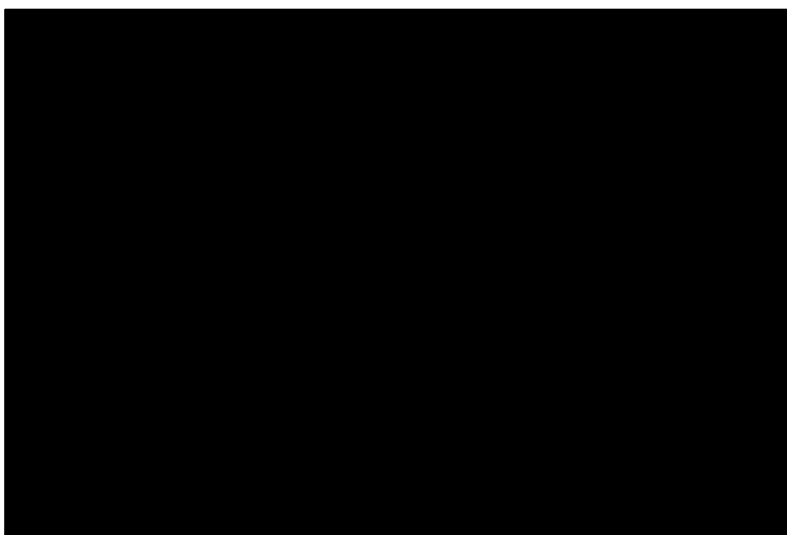
### Ethiopia Complex Health/Food Insecurity Emergency

Since early 2005, Ethiopia has experienced worsening food insecurity, rapidly increasing malnutrition rates, distress migration, and erratic climatic conditions. Field assessments conducted in the spring of 2005 confirmed widespread food shortages and the likelihood that 12 million people are vulnerable as a result of these shortages.

In response to the growing humanitarian concerns, OFDA deployed a DART on May 31, 2005 to coordinate, assess, report, and rapidly respond to increasing needs.

The DART focused on enhancing health, nutrition, water and sanitation, livestock, and agriculture interventions, coordinating relief efforts, and targeting assistance. DASP Disaster Response Specialist Ron Libby served for three months as a field officer on the DART. Ron assessed water supply and sanitation systems and monitored OFDA-funded programs, among other activities.

In FY 2005, OFDA provided more than \$32.2 million through 3 United Nations agencies and 18 nongovernmental partners to support humanitarian activities in Ethiopia. OFDA's programs focus on emergency response in the sectors of emergency health, nutrition, food security and agriculture, and water and sanitation, while strengthening the local capacity of early warning and crisis management structures to respond rapidly to crises and mitigate the impact of future disasters.



*An Ethiopian child is screened for malnutrition using the mid-upper-arm circumference method during an OFDA nutrition assessment.*

## Darfur/Sudan Humanitarian Emergency

Insecurity in the three states of Darfur, Sudan, has steadily increased. Conflict-affected populations (3.2 million people in August 2005) describe recurrent and systematic attacks against towns and villages, burning of buildings and crops, arbitrary killings, gang rape, and looting. A DART has been working in Darfur since May 2004 to monitor and evaluate USG humanitarian assistance. In 2005, DASP detailer Scott Hocklander (BLM/Alaska) and DASP employee Gary Barrett each served for two months as DART



*DASP Disaster Management Specialist Gary Barrett intercepts an airdrop of food commodities in Darfur*

Field Officers. They coordinated the distribution of relief supplies with non-governmental agencies and helped with agricultural assessments of the market for crops and livestock, including a forecast of cereal shortages in the local markets.

The DART was supported by a Washington-based RMT. Six DASP detailers served seven consecutive assignments as the team's Communications and Records Coordinator, providing almost total coverage for that position throughout the year.

In August, 2004, assessments by Field Officer Gary Barrett reported that road access to many of the major areas around West Darfur was a growing problem, with many roads closed due to seasonal flooding. Four major wadi crossings were identified as significant bottlenecks for access to vulnerable populations, impeding the distribution of critically needed relief supplies and services. At the DART's request, the DASP team in Washington investigated options for temporary bridging, including pontoon bridges and Bailey bridges. The DASP also identified a Forest Service road and bridge engineer, Merv Eriksson, who traveled to Darfur in late September and early October 2004 to assess specific on-site requirements for bridging.

While in Darfur, the engineer traveled the 106 km stretch of road from Geniena to Sarif Umra, crossing nine *wadis* varying in width from 10 to 65 meters. He also traveled from Geniena to Zalinji, assessing the major crossing at *Wadi Azoum*, and several smaller *wadi* crossings. Eriksson made recommendations for improving the stability of the *wadi* bottoms, soft spots and loose sand. Recommendations ranged from gabion baskets and rock, concrete, a rock-filled geocell product and/or rock in combination with a geotec fabric. Eriksson also coordinated with the World Food Program and other partners, tracking down sophisticated mapping products that were unavailable to the DART before his visit. This alone was a major benefit to OFDA's field team. Though no follow-on programs resulted from Eriksson's trip, his recommendations and coordination

with partners helped the DART to better plan and implement transportation strategies for the following rainy season in Darfur.

### Indonesia Disaster Preparedness Assessment

After the tsunami that struck on the morning of December 26, 2004 and the large earthquake that struck near the Indonesian island of Nias on March 28, 2005, the Government of Indonesia requested USG assistance in reviewing the national disaster response and management system and providing recommendations for improving Indonesia's capacity to respond to future disasters. In response to this request, OFDA deployed a Disaster Management Advisory Team to Indonesia in June, 2005. DASP detailers Bob Becker (Forest Service, International Programs), and Tom Frey (BLM/NIFC) were key members of the OFDA-led team. The team recognized the need for a sustained high-level commitment to improve the nation's disaster management and response system, and suggested the designation of a "champion" within the government to maintain this effort. The team recommended the development of a comprehensive all-hazards approach to disaster management and response and emphasized the need for adequate, permanent funding resources. The DASP has continued to track next steps with OFDA's Regional Team for Asia throughout the year.

### Sahel Complex Food Security Crisis

In 2004, an early end to the rains and desert locust damage to pasture lands adversely affected pasture availability and cereal production in Sahelian West Africa. These events exacerbated existing vulnerabilities and resulted in elevated food insecurity in agro-pastoral and pastoral zones in Niger, Mali, Burkina Faso, and Mauritania. The situation in Niger was considered to be an emergency, with more than 2.65 million people affected. In Burkina Faso, Mali, and Mauritania, more than two million people were food insecure and the situation in these countries warranted close monitoring. USAID recognized that endemic poverty and underdevelopment are critical factors contributing to the humanitarian emergency and is continuing to address these factors through a combination of USAID development and humanitarian assistance.

In response to the humanitarian emergency, USAID deployed a Disaster Assistance Response Team (USAID/DART) to Sahelian West Africa on August 3, 2005. USAID/DART staff include a public health and nutrition specialist, a water and sanitation specialist, a food aid officer, and an information officer. Additional USAID/DART members already in the region included regional advisors for North and West Africa, a development officer, and a USAID-funded Famine Early Warning System Network (FEWS NET) representative. On August 11, USAID activated a Response Management Team (RMT) in Washington, D.C. to assist the USAID/DART. DASP Mission Disaster Preparedness Coordinator, Chris Leonardo, served as the Deputy Manager for Coordination.

In September 2005, DASP Detailer Steven Evett, a soil scientist and groundwater specialist with the USDA Agricultural Research Service, participated in an assessment of water availability for crop cultivation, animal husbandry, and human consumption in three regions of northern Mali. Water availability in these regions is highly variable,

leading to extreme fragility of the the food supply in drought periods. As part of the assessment team, Steve evaluated current conditions and provided recommendations to increase water availability. With poor rainfall in 2004, followed by spotty rains in 2005, water shortages are predicted to occur as early as January 2006 and last through July 2006. The team recommended prov



Arkansas and then shipped via 143 truckloads to sites in Mississippi, Louisiana, Alabama and Texas.



*DASP detailer Laura Chapman (right) joins OFDA Logistician Bob Demeranville on an over flight of affected areas.*

DASP provided considerable support to USAID's effort. Stephanie Savolaine, the Assistant Director for International Programs overseeing DASP, served as the Deputy Manager for Response in the Operations Center. Sherry Hazelhurst, DASP Disaster Management Specialist, served as USAID Liaison to the Department of State Task Force for Hurricane Katrina, and Chris Leonardo, DASP Mission Disaster Preparedness Coordinator, served as USAID Liaison to FEMA. Ron Libby, DASP Disaster Response Specialist and DASP detailer Laura Chapman (Forest Service, Region 5) served as Field/Logistics Officers in Denton, Texas and Baton Rouge, Louisiana, respectively. BLM detailer, Tom Frey, served as the Liaison Officer to NORTHCOM based in Colorado Springs. Further, in cooperation with the State Department Task Force, FEMA, and the USAID Operations Center, Forest Service personnel developed a comprehensive database to track and report on the 580 foreign offers of assistance, including cash, commodities, and personnel.

## **Appendix I**

### **Indian Ocean Tsunami After-Action Review Recommendations Summary**

#### **Actions to Sustain**

##### **Staffing**

Press Officers in the field were very helpful. Media relations should be included as a core function on the DART.

Integration of key skill sets from other offices and agencies on the DART and RMT were beneficial, e.g. USAID psychological & social expert, Office of Transition Initiatives (OTI), USAID Asia & Near East Bureau (ANE), Office of Food for Peace (FFP), LPA, and Department of Defense (DoD).

##### **Collaboration with Partners**

InterAction meetings were a successful way to coordinate with partners.

US Geological Survey/Earth Resources Observation & Science (USGS/EROS) successfully hosted imagery, and OFDA continues to work with them.

##### **Developmental Relief & Humanitarian Aid**

Cash for work programs worked well.

#### **Areas for Improvement**

##### **Staffing**

DART core functions were not always covered or roles clearly assigned, leading to misunderstanding and miscommunications with the RMT. Recommendations:

1. Ensure all DART core functions are covered.
2. Explore standing DART rotation for core functions.
3. Provide cross-training for staff to cover multiple functions

DART staffing levels seemed inadequate in some cases due to the extent and magnitude of the disaster. Recommendations: Increase awareness of the need to deploy core functional personnel on large disasters:

1. Expand networking/links at management levels to improve understanding of DART role and functions.
2. Consider adding new language to guidance cable explaining to missions/embassies that staffing for key DART positions is a necessary aspect of an OFDA response.
3. Explore the possibility of mandatory DART position deployment over a certain threshold, e.g. funding level, disaster magnitude.

Some DART and RMT functions have few qualified people with prior disaster experience to fill core roles. Some technical staff members were on stand-by for several days without knowing where they were going or were passed-by in lieu of others without explanation.

Recommendations: Ensure depth of personnel resources in each core function.

1. Use experienced OFDA staff to mentor new DART/RMT members/trainees and allow shadowing others in the field.



2. Continue to build relationships with other USAID bureaus/offices and Federal agencies, e.g. OTI and FFP, prior to emergencies for effective response in the field and on RMT.
3. Provide additional and/or more frequent trainings for OFDA staff, DCHA offices, USAID bureaus, and other partners.
4. Establish knowledge, skill, and ability (KSA) qualifications for each function.

### **Collaboration with Partners**

OFDA's working relationship with DoD is improving; however, DART members spent many hours in the field coordinating and developing a mutual understanding and implementation of the USG mission. No DoD members participating in the response were present at this AAR workshop.

Recommendations: Consider how best to leverage limited OFDA personnel to improve collaboration with DoD. Schedule a follow-up meeting between OFDA and DoD as soon as possible to share issues listed here and those that emerged from their own review.

1. Continue building relationships between USAID and DoD at high levels, particularly prior to disasters (letter of thanks to DoD/Blackburn).
2. Educate one another on how OFDA and the US military work, and make the link between the two missions during disaster relief operations. Make it clear that OFDA is not an NGO.
3. Evaluate the effectiveness of one-week training given to PACOM, obtaining further direction from SMT on continuing/adapting if valuable.
4. Structure the DART to match needs of military; include a military liaison officer when coordinating with DoD.
5. Encourage/educate DoD about the benefits of using unclassified communications, sharing data.
6. Work at high level with DoD to ensure their relief missions are properly targeted.
7. Improve functional accomplishments on the ground by:
  - a. Using a liaison to help direct humanitarian relief efforts,
  - b. Assuring that response actions are timely to USG goals, and
  - c. Writing down USG response priorities and articulating them in a cable.
8. Assign a humanitarian advisor at command and field levels to work with all militaries, on DART and all other times.
9. DoD Humanitarian Assistance Survey Team (HAST) should coordinate with DART prior to making recommendations.

Some OFDA and USAID mission staffs did not clearly understand roles and responsibilities of each entity, prompting an education process on both sides. Recommendations: Improve the reciprocal understanding of the roles and responsibilities of OFDA and USAID missions to facilitate more effective disaster relief in future incidents.

1. Educate USAID missions about how OFDA works at both the executive and operational levels.
2. Educate OFDA staff about working with embassies and USAID missions.
3. Continue building good relationships between OFDA regional offices and USAID missions and embassies prior to emergencies.
4. Incorporate USAID mission staff and expertise on the DART to the extent possible.
5. Establish ground rules and priorities between mission and OFDA at onset.

## Appendix II

### West Africa Locust Emergency After-Action Review Recommendations Summary

#### Areas for Improvement

##### Operations

The aerial spraying contract did not meet field needs. Recommendations:

1. Develop stock statements of work with technical specifications.
2. Specify Cognizant Technical Officer (CTO) or Contracting Officer's Representative (COR) to field team when working with contractors.
3. To extent possible, conduct a detailed logistical assessment in advance.
4. Redeployment of pesticide drums and a provision for "other duties as assigned" should be included in contract.
5. Flexibility needs to be included in contract when written, with the understanding that this will result in higher bids.
6. Coordinate with the host government to determine their level of support for the operation, including fuel supply.

There were limitations on support from DC because an RMT was not activated.

Recommendations:

1. Ensure 24/7 coverage when operations are occurring in disparate time zones via an RMT, partial activation of RMT or other mechanism.
2. Have a reliable contact number for key personnel in DC.
3. Conduct a DART call and adhere to the template available on the DART Tools CD. Capture minutes, distribute to all relevant parties quickly, and cite taskers.
4. Include field personnel in calls. Ensure sufficient time on prepaid phone cards, or ensure that cell phone networks are reliable in country.

Logistical expectations between DC and field personnel were unrealistic. Recommendations:

1. An Administrative Officer is needed in the field for procurement and local purchases.
2. Ensure that DART call notes and in-country meeting notes are distributed immediately, consistent with DART/RMT policy.
3. Identify critical functions that need to be staffed in the absence of an RMT.
4. Ensure requests for equipment are routed properly, and resolved in a timely manner.

GIS/GPS utilization is critical for measurable success of operations. Recommendations:

1. A regional map should be produced daily detailing spray coverage and distributed to DART members, pilots, embassies, partner organizations, and Washington.
2. Daily aerial operations should be based on GIS mapping.
3. Consider tasking contractor with duty if capable. This would require close monitoring by DART.

## Planning

There was a disconnect between *rapid* response and *informed* response. Recommendation: Develop contingency plans for aerial spraying operations that are based on detailed assessments. The following factors should be addressed:

1. Type of contract
2. Environmental implications, including:
  - impacts on affected population,
  - continuing pesticide documentation,
  - impacts upon field staff and use of personal protective equipment (PPE),
  - hazardous materials issues,
  - pesticide regulations, handling, and disposal, including the ordering of pesticides in steel drums which can be cleaned and reused locally.
3. Sources of fuel
4. Safety and security
5. In-country and donor coordination, such as a Joint Operations Cell (JOC). Monitor performance and take early action on deficiencies.
6. Communication protocol and radio use for air-to-ground operations.
7. Equipment specifications for radios, aircraft, GPS units, generators, PPE, and the associated electrical power type/demand.
8. Staffing requirements, including information officer(s), environmental health, communications, and administrative positions.
9. Housing for staff and pilots.

## Appendix III

### Mission Disaster Preparedness Toolbox Table of Contents

#### 1. Background Materials

Emergency Action Plan Outline  
Recommended Format for Mission Disaster Preparedness Consultation  
Sample One-day Mission Disaster Preparedness Workshop Agenda

#### 2. Pre Consultation

COM and Mission Disaster Relief Officer Responsibilities – one pager  
Mission Disaster Relief Plan Outline  
Hazard Identification and Risk Analysis  
Mission Disaster Relief Officer Reference Guide

#### 3. The Consultation

Ask the Experts Session Design  
Interview Questions for Experts

##### *Ask the Expert Resource Materials/Award Tools*

- Expenditures and Accountability of OFDA Resources
- Sample Fixed Obligation Grant
- Sample Award Format and Schedule
- Simplified Grant Format
- In-Kind Grant Template
- Sample Gift Certificate

##### *Defense Attaché Resource*

- DOD Cable – Policy and Procedures for DOD Participation in Foreign Disaster Relief/Emergency Response

#### 4. Workshop Component

Pre-Workshop Questionnaire  
Post-Workshop Questionnaire  
Answer Key Workshop Questionnaire  
Sample Feedback Form  
Case Study/Timeline - Gujarat Earthquake

- Participant Handouts – Gujarat Earthquake

OFDA Overview

- Participant Handouts – OFDA Overview

Disaster Response Case Studies – Europe Floods, Grenada Hurricane, and India Drought

- Participant Handouts – Disaster Response Case Studies

Template for Scenario Building  
Sample Scenario and Response Plan

#### 5. Additional Resources

Descriptions of OFDA Commodities  
Natural Disaster Hotspots: Global Risk Analysis (synthesis report)